## A bill to be entitled

An act relating to Broward County; providing a short title; providing definitions; creating the Broward County Office of Inspector General; providing functions, authority, and powers of the Inspector General; providing for qualifications, selection, contract, facilities, and staff; providing for reporting and budgeting; providing for removal; providing applicability with respect to the state attorney and United States Attorney; providing for a code of ethics for local governments within Broward County; providing that the act controls with respect to any conflict with the county charter or any county ordinance; providing for referenda; providing effective dates.

WHEREAS, various public officials throughout South Florida have recently been charged with public corruption and the misuse of office, and

WHEREAS, misconduct involving abuse, corruption, fraud, and mismanagement by elected and appointed local government officials and employees in Broward County agencies and instrumentalities, contractors, and other parties doing business with Broward County and receiving local government funds undermines public confidence in local government and prevents the local government in Broward County from operating honestly, efficiently, and effectively, and

WHEREAS, it is critically important that elected and appointed local government officials and employees within

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Broward County discharge their duties and responsibilities in a lawful and ethical manner and be held accountable for their misconduct, inefficiency, and ineffectiveness, and

WHEREAS, imposing the duty on all elected and appointed local government officials and employees to cooperate with and report misconduct to the Inspector General will broaden and strengthen the Inspector General's ability to detect, investigate, eliminate, and deter misconduct by Broward County officials and employees, vendors, and government-funded entities and promote integrity, honesty, and efficiency in government, NOW, THEREFORE,

Be It Enacted by the Legislature of the State of Florida:

- Section 1. Short title.—This act may be cited as the "Broward County Office of Inspector General Act."
  - Section 2. Definitions.—As used in this act, the term:
- (1) "Board" means the Board of County Commissioners of Broward County.
- (2) "County" means the Charter Government of Broward County.
- (3) "Inspector General" means the Broward County Office of Inspector General created pursuant to this act.
- (4) "Local government" or "Broward County local government" means the Charter Government of Broward County, the Broward County School Board or Broward County School District, any municipality within Broward County, any constitutional

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- officer of Broward County, as provided in s. 1, Art. VIII of the State Constitution, or any special district operating solely within Broward County.
- "State attorney" means the State Attorney of the 17th Judicial Circuit in and for Broward County or any elected or appointed successor or interim officers or special prosecutors acting in the state attorney's stead.
  - Section 3. Broward County Office of Inspector General .-
- CREATED AND ESTABLISHED.—There is established the Broward County Office of Inspector General, which is created in order to detect misconduct involving abuse, corruption, fraud, waste, inefficiencies, and mismanagement by elected and appointed local government officials and employees, local government agencies and instrumentalities, and contractors and other parties doing business with local governments or receiving local government funds. The Inspector General shall head the Office of Inspector General. The organization and administration of the Office of Inspector General shall be independent to ensure that no interference or influence external to the Office of Inspector General adversely affects the independence and objectivity of the Inspector General.
  - (2) FUNCTIONS, AUTHORITY, AND POWERS.-
- The Inspector General shall establish a form to receive complaints from identified persons. The complaint form shall require the person to verify the contents of the form by including the following statement: "Under penalties of perjury, I declare that I have read the foregoing document and that the

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- facts stated in it are true," followed by the signature of the person making the declaration. The written declaration shall be printed or typed at the end of or immediately below the document being verified and above the signature of the person making the declaration. The requirements of this paragraph must be completed before the Inspector General begins his or her investigation.
- (b) Upon receipt of a complaint filed under paragraph (a), the Inspector General may:
- 1. Make investigations of local government matters and publish the results of such investigations.
- 2. Review and audit past, present, and proposed local government programs, accounts, records, contracts, change orders, and transactions.
- 3. Prepare reports and recommendations to the local government based on investigations. All elected and appointed local government officials and employees, local government agencies and instrumentalities, and contractors and other parties doing business with the local government or receiving local government funds shall fully cooperate with the Inspector General.
- (c) When a complaint is filed under paragraph (a) that alleges a criminal violation, or in the scope of the investigation the Inspector General suspects a criminal violation has occurred, the Inspector General shall immediately notify the appropriate enforcing agency before continuing his or her investigation.

- The Inspector General may, upon receiving a complaint, conduct audits of, require reports from, and receive full and unrestricted access to the records of the local governments; all elected and appointed local government officials and employees; local government departments, divisions, agencies, and instrumentalities. The Inspector General may also conduct audits of and review documents made or received by persons and entities doing business with local governments or receiving local government funds in conjunction with such transactions with Broward County local governments. The Inspector General's jurisdiction shall include, but is not limited to, all projects, programs, contracts, or transactions that are funded in whole or in part by Broward County local governments. The Inspector General may contract with outside entities as deemed necessary to perform the functions of that office. This paragraph does not apply to collective bargaining agreements.
- (e) In the case of a refusal to obey a request by the

  Inspector General for documents or for an interview in

  investigating a complaint, the Inspector General may subpoena

  witnesses, administer oaths, and require the production of

  records. Seventy-two hours before serving a subpoena, the

  Inspector General must provide written notice to the state

  attorney and the United States Attorney for the Southern

  District of Florida. The Inspector General may not interfere

  with any ongoing criminal investigation or prosecution of the

  state attorney or the United States Attorney for the Southern

  District of Florida. When the state attorney or the United

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States Attorney for the Southern District of Florida has
explicitly notified the Inspector General in writing that the
Inspector General's investigation is interfering with an ongoing
criminal investigation or prosecution, the Inspector General
shall suspend service of subpoena, examination of witnesses, or
other investigative activities as set forth in the notice. In
the case of a refusal to obey a subpoena served to any person,
the Inspector General may make application to any circuit court
of this state, which shall have jurisdiction to order the
witness to appear before the Inspector General and to produce
evidence if so ordered or to give testimony concerning the
matter in question. This act does not abridge an individual's
rights under the Fifth Amendment to the United States
Constitution.

- (f) The Inspector General may make a report or forward a complaint related to a possible violation of any state, federal, or local law or rule, regulation, or policy, and shall notify the appropriate civil, criminal, or administrative agencies charged with enforcement of the violation. In the case of a possible violation of a rule, regulation, or policy governing a local government employee, the Inspector General shall also notify the chief administrative officer of the local government for which the employee works. After referring the matter to the appropriate entity for fact finding, the Inspector General may assist the entity in conducting the investigation.
- (g) Upon the investigation of a complaint under paragraph(a), the Inspector General may audit, investigate, monitor,

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inspect, and review the operations, activities, performance, and
procurement processes, including, but not limited to,
establishment of bid specifications; bid submittals; activities
of the contractor and its officers, agents, and employees;
lobbyists; local government staff; and officials in order to
ensure compliance with contract specifications and detect
corruption and fraud.

- (h) The Inspector General may receive, review, and investigate any complaints under paragraph (a) regarding projects, programs, contracts, or transactions funded by Broward County local governments.
- (i) The Inspector General may, upon the investigation of a complaint, attend all duly noticed local government meetings relating to the procurement of goods or services and may pose questions and raise concerns consistent with the functions, authority, and powers of the Inspector General.
- (j) The Inspector General shall investigate complaints received pursuant to s. 112.3188(1), F.S., and shall establish procedures to investigate such complaints.
- (k) The Inspector General may recommend remedial actions and may provide prevention and training services to local government officials, employees, and any other persons covered by this act. The Inspector General may follow up to determine whether recommended remedial actions have been taken.
- (1) The Inspector General shall establish policies and procedures for investigations and monitor the costs of investigations undertaken. The Inspector General shall cooperate

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with other governmental agencies to recover such costs from other entities involved in willful misconduct in regard to local government funds.

- (m) This subsection does not abridge an employee's constitutional right to collective bargaining.
- (3) REPORTS.—The Inspector General shall publish and deliver finalized reports and recommendations to any affected local government and to the offices represented on the Inspector General Selection Committee. Notwithstanding any other provision of this act, whenever the Inspector General determines that it is appropriate to publish and deliver a report or recommendation that contains findings as to the person or entity that is the subject of the report or the person or entity that is the subject of the recommendation, the Inspector General shall provide the affected person or entity with a copy of the report or recommendation. Such person or entity shall have 15 working days to submit a written explanation or rebuttal of the findings before the report or recommendation is finalized. Such timely submitted written explanation or rebuttal shall be attached to the finalized report or recommendation. This subsection does not apply when the Inspector General, in conjunction with the state attorney or the United States Attorney, determines that supplying the affected person or entity with such report will jeopardize a pending criminal investigation.
  - (4) QUALIFICATIONS AND SELECTION.-
- (a)1. The Inspector General shall be a person who has at least 7 years of experience in any one or a combination of the

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- 218 <u>a. As a federal, state, or local law enforcement officer</u>
  219 or official.
  - b. As a federal or state court judge.
- 221 <u>c. As a federal, state, or local government attorney or</u>
  222 <u>private attorney with experience in investigating fraud,</u>
  223 corruption, and violations of law.
  - d. As an inspector general, certified public accountant, or internal auditor.
    - e. As a person with progressive supervisory and managerial experience in an investigative public agency similar to an inspector general's office.
    - f. As a person who has managed and completed complex investigations involving allegations of fraud, theft, deception, or conspiracy.
    - g. As a person who has demonstrated the ability to work with local, state, and federal law enforcement agencies and the judiciary.
    - h. As a person who has a 4-year degree from an accredited institution of higher learning.
    - i. As a person who has not been employed by Broward County or any other governmental entity subject to the authority of the Office of Inspector General during the 2-year period immediately preceding selection.
    - 2. Highly qualified candidates shall also have auditrelated skills or hold one or more of the following professional certifications at the time of selection: Certified Inspector

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- General (CIG), Certified Inspector General Investigator (CIGI),

  Certified Inspector General Auditor (CIGA), Certified Public

  Accountant (CPA), Certified Internal Auditor (CIA), or Certified

  Fraud Examiner (CFE).
  - 3. In addition to having a background in sub-subparagraphs

    1.a.-f., a candidate for Inspector General shall also have

    experience in the management of private business or a public

    entity or subdivision thereof.
  - 4. A candidate for Inspector General shall be an individual that must not have been found guilty of, regardless of adjudication, or entered a plea of nolo contendere to any felony, or misdemeanor involving a breach of public trust, by any court of record in the United States.
  - (b) Responsibility for selecting the Inspector General shall be vested solely with the Inspector General Selection

    Committee ("selection committee"), who will meet periodically to perform their duties required by this act subject to Florida's Government-in-the-Sunshine Law.
    - 1. The selection committee shall be comprised of:
    - a. One person chosen by the Mayor of Broward County.
  - b. One person chosen by the Chairperson of the Broward Legislative Delegation.
    - c. One person chosen by the Broward League of Cities.
    - d. The State Attorney for the 17th Judicial Circuit.
    - e. The Public Defender for the 17th Judicial Circuit.
- 269 <u>f. The President of the Broward County Chiefs of Police</u> 270 Association.

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g. The Dean of Nova Southeastern Shepard Broad Law Center.

A person chosen pursuant to sub-subparagraph a., sub-subparagraph b., or sub-subparagraph c. must not have been a lobbyist, as defined by county ordinance or general law, for 2 years preceding selection or be an elected or appointed official or employee of any Broward County local government at the time of selection.

2. The chairperson of the selection committee shall be selected by the members of the selection committee, and the selection committee shall determine its own rules of procedure.

3. After thoroughly reviewing qualifications, background information, and personal and professional referrals, the selection committee shall notify the County Attorney of Broward County of its selection. The county attorney shall assist the selected Inspector General as set forth in this section.

(c) Within 30 days after the effective date of this act, the Human Resources Division of Broward County shall solicit qualified candidates. Within 120 days after the effective date of this act, the selection committee shall in good faith endeavor to select the Inspector General.

(d) The Human Resources Division of Broward County shall provide staff to the selection committee and as necessary shall advertise the acceptance of resumes for the position of Inspector General. All resumes received by the Human Resources Division shall be forwarded to the selection committee for consideration. The Human Resources Division shall identify

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applicants that have not been found guilty of, regardless of adjudication, or entered a plea of nolo contendere to any felony, or misdemeanor involving a breach of public trust, by any court of record in the United States. Under penalty of perjury, all applicants shall attest to the accuracy of the information requested to qualify for employment. All candidates shall disclose all personal and business relationships with Broward County local government. After the initial selection of the Inspector General, the selection committee, for future selection processes as described in paragraph (b), may continue to employ the services of the Human Resources Division or may use the Inspector General's staff to solicit candidates for the position of Inspector General. All advertisements for the acceptance of resumes for the position of Inspector General shall include a salary range commensurate with public officials of like experience and expertise.

(e) The Inspector General shall serve for a term of 4 years. At least 6 months before the end of each contract term, the selection committee shall determine whether to renew the Inspector General's contract for an additional term of 4 years and shall promptly notify the Inspector General of its decision. If the selection committee elects not to renew the Inspector General's contract, the selection committee shall promptly convene as necessary to solicit candidates for the selection of a new Inspector General in the same manner as described in paragraph (b). The incumbent Inspector General may submit his or her name as a candidate to be considered for selection. The

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<u>incumbent Inspector General shall serve until a successor is</u> selected and assumes office.

- (f) If there is a vacancy in the position of Inspector

  General, the chairperson of the selection committee may appoint
  a member of the Inspector General's Office as interim Inspector
  General within 10 days after the vacancy occurs until such time
  as a successor Inspector General is selected and assumes office.

  A successor Inspector General shall be selected in the same
  manner as described in paragraph (b), except for the following
  specific time constraints:
- 1. Solicitation for qualified candidates for selection should be published within 20 days, but must be published no later than 40 days, after the date the vacancy occurs; and
- 2. The selection committee must in good faith endeavor to convene and select an Inspector General within 90 days after the date the vacancy occurs.
- (g) The selection committee, with the assistance of the County Attorney of Broward County, shall negotiate a contract of employment with the Inspector General substantially consistent with the terms included in contracts of other contractual employees of Broward County. The Inspector General shall be paid at a rate commensurate with public officials of like experience and expertise. Before the selection committee approves a contract for the Inspector General, a public hearing on the contract must be scheduled by the Board of County Commissioners of Broward County. The contract shall cover the 4-year term, subject to the removal provisions in subsection (5). The

contract shall include a provision that voids the contract if the Office of Inspector General ceases to exist and a provision requiring the selection committee to provide notice of its decision to renew or not to renew the contract at least 6 months before the termination of the contract. The contract shall provide that the Inspector General may not represent a political party, be on any executive committee of a political party, or seek public office during his or her term of service or for 4 years after the end of the term of service. The limitation in this paragraph does not include seeking selection as Inspector General for a subsequent term. The contract shall further provide that the Inspector General may not be a lobbyist, as defined in Broward County ordinances or general law, for 2 years after the end of the term of service. The Office of Inspector General and the Inspector General Selection Committee shall be deemed a part of the Charter Government of Broward County and, except as provided in this act, shall be subject to all regularly enacted ordinances, rules, regulations, policies, and procedures of Broward County.

(5) REMOVAL.—The Inspector General may be removed only for cause based upon specified charges of the following: neglect of duty, abuse of power or authority, discrimination, or ethical misconduct. The removal process shall be initiated at a duly noticed public hearing of the selection committee. An affirmative vote of at least four members of the selection committee is required to present the Inspector General with the charges and to proceed to final public hearings. The selection

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committee must transmit a copy of the charges to the Inspector

General at least 60 days before all final public hearings, which
shall be convened by the selection committee. The Inspector
General may be heard in person and by counsel at the final
public hearings before the votes being taken on his or her
removal. The Inspector General may be removed only upon the
affirmative vote of a majority of the members of the selection
committee. A record of the proceedings, together with the
charges and findings, shall be filed with the County
Administrator of Broward County. The Inspector General shall be
removed without a public hearing if the Inspector General is
convicted of or enters a plea of guilty or nolo contendere to a
state or federal felony.

- (6) PHYSICAL FACILITIES AND STAFF.-
- (a) The county shall provide the Office of Inspector

  General with appropriately located office space and sufficient physical facilities, together with necessary office supplies, equipment, and furnishings, to enable the Inspector General to perform his or her functions.
- (b) The Inspector General shall have the power to appoint, employ, and remove such assistants, employees, and personnel and establish personnel procedures as deemed necessary for the efficient and effective administration of the activities of the Office of Inspector General.
  - (7) FUNDING.-
- (a) Each Broward County local government is responsible for the funding of the Office of Inspector General. Pursuant to

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its annual budget process, the Board of County Commissioners of Broward County shall provide sufficient financial support for the Office of Inspector General to fulfill its duties as set forth in this act. In order to ensure adequate funding for the prompt establishment of the Office of Inspector General, the Board of County Commissioners of Broward County shall approve an amount equal to \$200,000 to fund all Inspector General related operations for the remainder of the 2010-2011 fiscal year. The Inspector General shall timely deliver to the board of county commissioners a budget, including a reasonable estimate of operating and capital expenditures of the Office of Inspector General, and shall include revenues, including, but not limited to, projected Inspector General contract fee revenue, to be collected from the county and any other participating local governments and public agencies. The Inspector General's budget may not be implemented until a public hearing is held by the Board of County Commissioners of Broward County. The Inspector General shall establish a fiscal year that coincides with that of Broward County. This paragraph does not prohibit the Inspector General from transmitting to the Board of County Commissioners of Broward County supplemental budget requests, which shall be scheduled for a public hearing and, if approved by the commission, shall constitute amendments to the county budget. To fund the Office of Inspector General, each local government's share of the Inspector General's budget as set forth in this section shall be calculated based on its

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- representative share of the countywide total of taxes levied by all local governments in Broward County.
  - (c) To defray the costs of reviews, audits, inspections, and investigations by the Inspector General, any local government may enact by ordinance or resolution imposition of an Inspector General contract fee, which shall be a maximum of 0.25 percent of the contract price added to each local government contract.
  - 1. The Inspector General contract fee does not apply to the following local government contracts, grants, or agreements:
    - a. Contracts for legal services.
    - b. Auditing contracts.
    - c. Grants funded by federal, state, or local government.
    - d. Interlocal agreements.

Notwithstanding this subparagraph, the local government may authorize the inclusion of the Inspector General contract fee in any contract to which the local government is a party.

- 2. This paragraph does not limit the power of the Inspector General under this act to perform audits, inspections, reviews, and investigations on all local government contracts, including, but not limited to, contracts specifically exempted from the Inspector General contract fee.
- 3. The Charter Government of Broward County shall provide a procedure in which each local government shall remit the Inspector General contract fees collected in order to fund the Office of Inspector General. Full payment from each local

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government must be made within 90 days after the enactment of the budget of Broward County or any amendment to the budget of Broward County representing funding for the Office of Inspector General.

4. The Inspector General contract fee may be used only to fund the Office of Inspector General and shall be held in a separate account by Broward County to be used only by the Inspector General in succeeding years. The Inspector General contract fee may not be used for any other purpose.

Section 4. Code of ethics and ordinance violations.—

- (1) Broward County and each municipality within Broward County shall establish by ordinance, and each independent special district within Broward County, and the School Board or School District of Broward County, shall establish by binding resolution, a code of ethics regulating the behavior of elected and appointed officials and employees of that local government. Broward County and each municipality within the county shall adopt a code of ethics that is binding on each district that is dependent on the county or the municipality.
- (2) To assist local governments in developing ethics policies, the Inspector General shall develop a model policy that shall be provided to local governments no later than May 1, 2011. Any local government that has not established a code of ethics by November 1, 2011, shall be bound by the model policy until the time of such adoption.

Section 5. This act may be amended by Special Act of the Legislature.

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Section 6. Conflict.—Pursuant to s. 1(g), Art. VIII of the State Constitution, any charter provision or ordinance of the Charter Government of Broward County which creates an Office of Inspector General or officer or employees or agents that function substantially the same as the Office of Inspector General as provided in this act shall be deemed inconsistent with this act. Any such office or officers, employees, or agents created by the Charter Government of Broward County shall be determined to be a part of the Office of Inspector General as created in this act and subject to the direction of the Inspector General created by this act along with all duties, responsibilities, and requirements provided in this act. This section does not apply to the Office of the County Auditor as provided in Section 4.01 of the Charter of Broward County as it exists on the date of this act.

Section 7. Referendum on continuation of the Office of Inspector General.—

- (1) The Board of County Commissioners of Broward County shall schedule a referendum on continuation of the Office of Inspector General to be held in conjunction with the general election of November 2016 in accordance with the provisions of law relating to elections currently in force.
- (2) The item that shall appear on the ballot shall be as follows:

Continuation of the Broward County Office of Inspector General

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514 Shall the Broward County Office of Inspector General be 515 continued? The Inspector General detects misconduct involving abuse, corruption, fraud, waste, inefficiencies, or 516 517 mismanagement by elected and appointed officers, employees, and contractors of Broward County, including Broward County 518 519 constitutional officers, the Broward County School District, 520 municipalities and special districts operating solely within 521 Broward County. 522 523 Yes 524 No 525 526 This act shall expire and be of no force and effect on 527 the date after the general election of November 2016 unless the 528 ballot question placed on such ballot as provided in subsection 529 (2) is approved by the voters voting in that referendum. 530 Section 8. Ballot statement.-The Broward County Board of 531 County Commissioners shall schedule a referendum to be held in 532 conjunction with the general election of November 2010 in 533 accordance with the provisions of law relating to elections 534 currently in force. The item that shall appear on the ballot 535 shall be as follows: 536 Creation of the Broward County Office of Inspector General 537 538 539 Shall there be created the Broward County Office of Inspector 540 General, appointed by an independent selection committee and

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funded by Broward County local governments to monitor each local 541 government's ethics code and to detect misconduct involving 542 abuse, corruption, fraud, waste, inefficiencies, or 543 544 mismanagement by elected and appointed officers, employees, and 545 contractors of Broward County, including Broward County constitutional officers, the Broward County School District, 546 547 municipalities and special districts operating solely within 548 Broward County? 549 550 Yes No

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Section 9. This act shall take effect only upon approval by a majority of those qualified electors of Broward County voting in a referendum to be held by the Board of County Commissioners of Broward County in conjunction with the November 2010 general election, except that this section and section 7 shall take effect upon this act becoming a law.